

REQUEST FOR EXPRESSIONS OF INTEREST (CONSULTING SERVICES – FIRMS SELECTION)

RWANDA

AI for Economic Transformation in Rwanda (P517443) — project preparation under the Grant Facility for Project Preparation

Grant No.: E6900-001

Assignment Title: Foundational Data Assets and Registries — a Unique Business Identifier

Reference No. (as per Procurement Plan): STEP reference RW-RAIA-577727-CS-QCBS

The Government of Rwanda has received financing from the World Bank toward the cost of project preparation for the AI for Economic Transformation in Rwanda operation, through the Grant Facility for Project Preparation (GFPP), and intends to apply part of the proceeds for consulting services. The Government has appointed the Rwanda Artificial Intelligence Agency as the implementing entity for the GFPP and the institutional host of the Project Implementation Unit.

About the Rwanda Artificial Intelligence Agency

The Rwanda Artificial Intelligence Agency (RAIA) advances the responsible and inclusive use of Artificial Intelligence and other emerging technologies in support of Rwanda's national development priorities. The Agency brings public AI initiatives under one umbrella, covering AI deployment and government transformation, research, innovation and talent, governance, ethics and safety, industry development and investment, and international engagement. It was approved by Cabinet in June 2026 and continues the work previously carried out under the Centre for AI Policy and Innovation Ltd, trading as the Rwanda Centre for the Fourth Industrial Revolution.

About the consultancy

The GFPP intends to apply part of the funds for consulting services to design a Unique Business Identifier as foundational data infrastructure for Rwanda's digital economy and government services: a consistent government-wide reference for each business and each economic activity, built on an enhanced Taxpayer Identification Number structure across the business registry of the Rwanda Development Board (RDB) and the tax registry of the Rwanda Revenue Authority (RRA), anchored in the statistical baselines of the National Institute of Statistics of Rwanda (NISR) and designed to extend to other institutions over time.

The assignment serves four purposes:

- Confirm the use cases — both data integration and government service delivery — that the identifier must serve, and prioritize them with the institutions.
- Design the identifier structure and the secure integration layer that keeps the registries synchronized, with the governance rules that sustain them.
- Prepare the regulatory groundwork, including drafting instructions and a recommended definition of a business or economic activity.
- Demonstrate the mechanism and produce the architectural roadmap and costed plan for extending it across government.

The assignment builds on the work the institutions have already done rather than beginning again. Production rollout across the registries is not part of this assignment; it will be financed under the follow-on operation, informed by the roadmap this assignment produces. Section 4 of the Terms of Reference sets out the continuity requirements that allow another team to take the work forward.

The implementation period is about seven months from an expected start in April 2027, with all final deliverables due by 1 November 2027. The assignment is structured in phases, as set out in the Terms of Reference.

Scope of the data and systems

The identifiers themselves are largely aligned: the Business Code assigned by RDB, the Taxpayer Identification Number assigned by RRA and the cooperative identifier assigned by the Rwanda Cooperative Agency share the same underlying number for entities registered since 2022, and RRA and RDB are already working together on life-cycle synchronization. What is missing is a consistent structure for branches and economic activities, agreed rules for maintaining it, and the integration layer that keeps the registers synchronized. This is therefore a design and integration assignment on registries already in place, not a data collection assignment.

Data remains with the institutions that hold it. Analysis is carried out on their systems, and only de-identified or aggregated results are shared with the firm; the demonstration uses masked, de-identified or synthetic data. The firm does not procure, price or provision any compute, hosting or storage infrastructure.

The Terms of Reference (TOR) for the assignment are attached to this Request for Expressions of Interest at Annex I.

Shortlisting criteria

The Rwanda Artificial Intelligence Agency now invites eligible consulting firms (“Consultants”) to indicate their interest in providing the Services. Interested Consultants should provide information demonstrating that they have the required qualifications and relevant experience to perform the Services. The shortlisting criteria are:

- Core business in data architecture, business or civil registry modernization, unique identifier systems, or digital public infrastructure.
- At least three assignments of a similar nature and complexity completed in the last ten years, such as modernization of business or tax registries, design of unique identifier systems, or interoperability and integration layers for government data systems. At least one must have been delivered at national scale in another country, and the expression of interest should state the outcome achieved.
- Demonstrated experience integrating with existing government systems, preferably in Rwanda, through application programming interfaces, and aligning with national data catalogue, metadata and interoperability standards.
- Demonstrated experience handling personal data, including classification, de-identification and access control; experience with taxpayer or other confidential administrative data is an advantage.

- Technical and managerial capability of the firm, including organizational and management structure, and in-house capacity in data architecture, interoperability, data quality and record matching, data protection, and legal and regulatory reform.
- Capacity to deliver in Rwanda, and if an international firm partnering with a Rwandan firm or team, specify the role each party would play.

The Qualifications and Experience of Key Experts are not included in the shortlisting criteria. Key Experts will not be evaluated at the shortlisting stage, and curricula vitae are not required.

The shortlist will be at least five and no more than eight firms.

Expressions of interest should include:

- a cover letter;
- a firm profile stating core business;
- summaries of no more than ten relevant assignments completed in the last ten years, each stating the client, country, contract value, duration and year of completion, with a brief description of the services provided;
- a description of the firm's technical and managerial capability, including staff numbers by relevant discipline;
- evidence of legal registration; and
- where applicable, details of any proposed association and the role of each member.

Expressions of interest should not exceed 15 pages, excluding the cover letter and registration documents. Pages beyond this limit will not be considered.

Procurement terms

The attention of interested Consultants is drawn to Section III, paragraphs 3.14, 3.16, and 3.17 of the World Bank's "Procurement Regulations for IPF Borrowers" September 2025 ("Procurement Regulations"), setting forth the World Bank's policy on conflict of interest. In addition, the selected firm, and any affiliate, will not be eligible to provide goods, works or non-consulting services resulting from or directly related to this assignment, including the production rollout of the identifier across government.

Consultants may associate with other firms to enhance their qualifications but should indicate clearly whether the association is in the form of a joint venture and/or a sub-consultancy. In the case of a joint venture, all the partners in the joint venture shall be jointly and severally liable for the entire contract, if selected.

A Consultant will be selected in accordance with the Quality and Cost-Based Selection (QCBS) method set out in the Procurement Regulations, with a technical to financial weighting of 85:15. The assignment will be carried out in English.

Further information can be obtained at the address Block 5, Norrsken House, 1 KN 78 St, Kigali - Rwanda or via email procurement@raia.rw during office hours 09:00 to 17:00 hours, Kigali time, Monday to Friday.

Expressions of interest must be delivered in a written form to the address below Block 5, Norrsken House, 1 KN 78 St, Kigali – Rwanda in person by 12 November 2026 at 17:00 hours, Kigali time. The envelope

subject line should read: “REOI — Foundational Data Assets & Registries — RW-RAIA-577727-CS-QCBS”.

Procurement-related complaints. A Consultant that considers it has been harmed by an alleged breach of obligation in this procurement process may submit a procurement-related complaint in writing at complaints@raia.rw within the periods and following the procedures set out in Annex III (Procurement-Related Complaints) of the World Bank Procurement Regulations.

Annex I: Terms of Reference

Package 1 — Foundational data assets and registries: a Unique Business Identifier across the business and tax registries

1. Background

The Government of Rwanda has received a Grant Facility for Project Preparation (GFPP) from the World Bank toward the preparation of the follow-on operation “AI for Economic Transformation in Rwanda,” which covers AI-ready data infrastructure, AI solutions in priority sectors, AI-ready digital skills, and project preparation and institutional capacity. The Government has appointed the Rwanda Artificial Intelligence Agency as the implementing agency.

How a business is identified in Rwanda depends on which institution it is dealing with. The Rwanda Development Board (RDB) registers businesses and grants legal personality through the Office of the Registrar General; the Rwanda Revenue Authority (RRA) administers tax and maintains the taxpayer register; the Rwanda Cooperative Agency (RCA) registers cooperatives; the Rwanda Governance Board (RGB) registers non-governmental and non-profit organizations; and the National Institute of Statistics of Rwanda (NISR) maintains the statistical business register and conducts the Establishment Census. Other regulators, among them the Rwanda Standards Board, the Rwanda Utilities Regulatory Authority and the Rwanda Food and Drugs Authority, hold their own records of the businesses they license. Each institution serves a different purpose and holds a different view of the same business.

The foundations are largely in place. RDB assigns a Business Code at registration, RRA assigns a Taxpayer Identification Number, and RCA assigns a cooperative identifier; the three share the same underlying number, differing in label, for entities registered since 2022, and RRA and RDB are already working together on life-cycle synchronization. Branch identification is not standardized: RRA assigns its number to the enterprise headquarters and tracks branches through an internal scheme, while RDB appends a number to the primary identifier, and neither scheme is shared with the other institutions. There is no mechanism to identify separately the distinct economic activities carried on by one business. RISA operates the government data sharing platform through which institutions exchange data, on which the national identity service is the most consumed interface. What is missing is not a number but a consistent structure, an agreed set of rules for maintaining it, and the integration layer that keeps the registers synchronized. The task is therefore to formalize and extend alignment that largely exists, not to create it.

NISR has identified persistent discrepancies between the three registers. Six gaps were identified, three arising at registration and three during the life of a business. At registration: a single Taxpayer Identification Number covers a main activity and its secondary activities, and may cover more than one business, so that sector growth is misstated and sector interventions are designed on incomplete information; a new branch recorded at RDB is not synchronized with RRA's systems; and cooperatives and associations registered before 2022 still use the Taxpayer Identification Number of their representative, so their activity cannot be separated from an individual. During operations: a change of location does not update the register automatically, distorting statistics by district; a change of activity is

not recorded, so revenue is attributed to the former sector; and businesses that close at RRA remain open at RDB, so the register overcounts active businesses.

For example, a company that registers vehicle repair as its main activity and the sale of spare parts as a secondary activity is recorded entirely as repair under a single identifier. Under the structure proposed by NISR, a parent identifier is linked to one identifier for each activity, so that repair and trade are each measured in their own sector.

The need extends beyond the three founding institutions. Cooperatives and non-governmental organizations are not yet consistently visible across registers, and new categories of registration continue to emerge at sector and district level, each requiring a reference on which institutions can collaborate. On the government data sharing platform, business identity is the layer that would support verification, social security and compliance processes alongside tax administration, in the way the national identity service already does for individuals.

The identifier is not itself an artificial intelligence system; it is the data infrastructure that makes AI on administrative data possible. Without a common reference, records about the same business cannot be linked reliably, and models built on them inherit the contradictions in the underlying data. A consistent identifier, with clear rules on which institution is authoritative for which data, is the precondition for the once-only principle, for business verification in digital payments and online commerce, and for the analytical use cases the follow-on operation will pursue.

Rwanda already has the policy and legal foundation on which the identifier must be built. The National Data Sharing Policy sets out how government institutions request, approve and formalize the exchange of data, through application to the Data Governance Unit at NISR and a data sharing agreement. The National Data Governance Framework, with its Classification and Access Guideline and the Data Quality and Standards Guidelines, establishes how data is classified, who may access it and the quality standards that apply, with RISA responsible for the government data sharing platform. Law N° 058/2021 relating to the protection of personal data and privacy governs the processing of personal data, including the data of legal representatives held in the business and tax registers, with the National Cyber Security Authority as supervisory authority. The Government Enterprise Architecture standards issued by RISA govern interoperability between government systems.

The firm is required to apply these instruments rather than propose new ones. Where its recommendations call for change, they should take the form of specific amendments or supplementary guidance within the existing framework, with the instrument, its owner and the approval route identified. The assignment also operates within the confidentiality provisions that apply to tax and statistical data, which is why analysis is carried out on the institutions' own systems and only de-identified or aggregated results are shared.

This assignment addresses those gaps by designing a Unique Business Identifier built on an enhanced Taxpayer Identification Number structure and demonstrating it across the RDB and RRA registries anchored in NISR's statistical baselines, within the existing policy, governance and legal framework, with

an architectural roadmap for extension to other institutions. Full production rollout will be financed under the follow-on operation.

2. Objective

To establish the Unique Business Identifier as foundational data infrastructure: to confirm the use cases it must serve, design the identifier and the secure integration layer that keeps the RDB business registry, the RRA tax registry and NISR statistical baselines synchronized, demonstrate it, and produce the architectural roadmap and the technical, legal and costed evidence needed to extend it across government under the follow-on operation.

3. Scope of services

Phase 1 — Registry assessment and gap analysis (months 0–2)

- Confirm and prioritize, with the institutions, the use cases the identifier must serve — both data integration and government service delivery — and the definition of a business or economic activity that each requires. Report the prioritized set for the steering committee's validation before design begins.
- Conduct a landscape analysis of how business and economic activity registration is carried out across RDB, RRA and NISR, and of the business life cycle from registration through operation to closure, building on the work the institutions have already completed.
- Compare data structures across the RDB business registry, the RRA tax database and the NISR Establishment Census, and data mismatches.
- Benchmark findings against international good practice and produce a gap analysis, distinguishing problems that are matters of data quality and institutional responsibility from those requiring a technical solution.
- Carry out a regulatory and policy gap analysis covering the legal basis for the identifier, annual returns and business closure.
- Produce a data quality and matching framework: a baseline data profile for each register using an attribute-level scoring methodology agreed with RAIA, the record matching method, the rules for choosing the master value where records conflict, and the quality scoring and monitoring to be applied thereafter, with the cleaning and maintenance mechanisms required to sustain it.

Phase 2 — Identifier and integration design (months 2–4)

- Design a hierarchy-aware identifier structure, with entity-level issuance, a consistent branch-extension scheme and an identifier for each distinct economic activity, applied across RDB, RRA and NISR systems. The specification must state the format and check digit, whether identifiers carry meaning, the rules for merging records, the migration of legacy identifiers, and the rules for creation, modification, suspension and closure, including the distinction between active and inactive entities and between classes of legal person.
- Design a secure API integration layer, specifying the open standards and versioning to be used, batch and real-time exchange patterns, and performance and security requirements, together with data governance, synchronization protocols, access control and audit arrangements, reusing existing national interoperability infrastructure and complying with Rwanda's personal data protection law.
- Produce a canonical data model and data dictionary covering legal entity, establishment or branch, and business activity, to be applied across the participating registers.

- Specify what is required to make the registers AI-ready: machine-readable formats, metadata, catalogue entries, data lineage, and a linking key by which sector datasets can be joined to the identifier.
- Specify automated cross-database reconciliation and the triggers for status synchronization between tax and legal registries.
- Specify the data sharing agreements required between the participating institutions, and the consent management arrangements that apply where personal data is involved, as distinct elements alongside the data governance design.
- Produce an architectural roadmap showing how the identifier extends beyond the founding institutions, which institutions are authoritative for which data, how the once-only principle is applied, and how AI and analytical use cases are served.
- Define the business workflows that the identifier supports at registration, during operation and at closure, and the classification of businesses and activities to be applied.

Phase 3 — Regulatory alignment (months 4–5)

- Prepare drafting instructions and a policy note for revisions to the Company Law concerning unified annual returns accessible across RRA, RDB and NISR.
- Prepare drafting instructions for a sequenced closure workflow under which tax clearance with RRA precedes legal deregistration at RDB.
- Propose governance arrangements for a single financial truth principle across administrative, tax and statistical channels.

Phase 4 — Demonstration and handover (months 5–7.5)

- Prepare a data cleaning plan for association and cooperative records that currently carry personal identifiers and validate it on a representative sample.
- Demonstrate issuance of the identifier and automated cross-database reconciliation for an agreed subset of records, using masked, de-identified or synthetic data, with a data protection impact assessment completed beforehand.
- Deliver training and knowledge transfer to NISR, RDB, RRA and RISA.
- Produce a final report with lessons learned, the work remaining for production rollout, and the costed roadmap and infrastructure plan described in section 5.

Out of scope

- Production rollout of the identifier across the RDB and RRA registries.
- Securing adoption of legal amendments.
- Execution of the full data clean-up; the assignment prepares and validates the plan.

4. Continuity and handover

The firm that delivers this assignment will not implement the production rollout that follows it. Every deliverable must therefore be capable of being taken forward by another team without rework. The following requirements apply throughout the assignment and are tested at acceptance.

- **Ownership.** All code, data models, configurations, test data, specifications and documentation vest in the Client on creation. The Client may modify them and permit others to do so, without restriction. No deliverable may depend on a license, subscription or service that only the firm can provide or renew.

- **Progressive delivery.** Specifications, schemas, interface definitions, scripts and configuration are committed to a RAIA or government designated repository from the first phase, not at handover, with RAIA holding administrative rights throughout.
- **Reproducible environment.** The demonstration environment is defined as code, with dependency manifests and a documented build that a third party can run from a clean environment using masked or synthetic data.
- **Open standards.** Open formats, documented interfaces, published schemas and standard database engines. Where a commercial product is used, the deliverable states what would be required to substitute an alternative.
- **Documentation.** The canonical data model and data dictionary; the identifier specification including format, check digit, merge rules and legacy migration; interface specifications; the data quality scoring methodology and its results; a decision log recording each significant design choice and the options rejected; and a register of known issues and outstanding data quality problems.
- **Tests.** Automated tests for the matching, reconciliation and synchronization logic, with the benchmark datasets used, so that a successor can make a change and know whether it has broken anything.
- **Training and shadowing.** Named staff from RAIA, NISR, RDB and RRA work alongside the team through the design and demonstration phases, with scheduled knowledge transfer sessions and recorded walkthroughs. Acceptance requires those staff to perform defined operational tasks unaided.
- **Transition pack.** A single document setting out what exists, what it depends on, what is incomplete, what a successor should do first, and the costed roadmap to extend the identifier across government.

5. The costed roadmap and infrastructure plan

Production rollout is financed under the follow-on operation, which will be appraised on the evidence this assignment produces. The architectural roadmap must therefore be accompanied by a costed plan, specific enough for Government to procure from, covering what is required to take the identifier from demonstration to national operation. It will set out:

- The technical components required in production: the integration layer and its hosting, storage, monitoring and security services, stated as a specification and quantity, distinguishing what can reuse existing national interoperability infrastructure from what must be built or acquired.
- Where each component should run, and on what terms, taking account of the requirement that taxpayer and business data remain in national jurisdiction.
- The data remediation effort: the volume of records requiring cleaning, the method, the institutional capacity needed, and an estimate of effort and cost by institution.
- The institutional arrangements and staffing each participating institution requires to operate and maintain the identifier, including the ownership of each data domain.
- The sequence and cost of onboarding further institutions, beginning with those identified during the assignment.
- Annual recurrent cost over a three-to-five-year horizon, including hosting, support, licenses and refresh, with a financing route for each element distinguishing the national budget, the follow-on operation and partner financing.

The demonstration runs on infrastructure provided by RAIA. The firm does not procure, price or provision any compute, hosting or storage infrastructure.

6. Deliverables and indicative timing

Deliverable	Due (indicative)
D1 Inception report, work plan and prioritized use cases for validation	Month 0.5 — 19 Apr 2027
D2 Registry assessment, data structure mismatch mapping, and the data quality and matching framework with attribute-level baseline scores	Month 2 — 2 Jun 2027
D3 Regulatory and policy gap analysis	Month 2 — 2 Jun 2027
D4 Identifier specification: structure, format and check digit, merge and migration rules, and the rules for creation, modification, suspension and closure	Month 3 — 2 Jul 2027
D5 Canonical data model and data dictionary; API specification with standards and versioning; data sharing and consent arrangements; AI-readiness requirements; and the architectural roadmap	Month 4 — 2 Aug 2027
D6 Drafting instructions and policy note (Company Law, closure workflow, single financial truth)	Month 5 — 2 Sep 2027
D7 Validated data cleaning plan; data protection impact assessment; and demonstration of issuance and reconciliation on masked, de-identified or synthetic data	Month 6.5 — 18 Oct 2027
D8 Training, handover and final report with costed recommendations	Month 7 — 1 Nov 2027

All deliverables are subject to written acceptance within ten business days of submission, against the acceptance criteria agreed at inception, which include the continuity and handover requirements in section 4. All final deliverables must be submitted no later than 17 November 2027, so that they can be reviewed, accepted and paid before the grant closes; services performed after 31 December 2027 cannot be financed by the grant. The schedule will be re-based from the actual date of contract signature, but the final deadline will not move.

7. Key Experts

The following Key Experts will be evaluated at the Request for Proposals stage, not at shortlisting. Firms may propose additional non-key experts.

Position	Minimum qualifications and experience
Team Leader / Data Architect	Degree in computer science, data engineering, statistics or related; 5+ years leading registry, master data or identifier modernization; experience in developing countries an advantage
Registry and Statistical Systems Specialist	5+ years with business registers, tax registries or establishment censuses
Interoperability / API Engineer	5+ years designing secure API and integration layers for government or large institutional systems
Data Engineer	5+ years in data management, master data management and entity resolution, data quality remediation, record matching and reconciliation
Legal and Regulatory Specialist	5+ years in commercial, tax or company law, including preparing drafting instructions or legislative proposals, preferably in Rwanda or the region
Data Protection Specialist	3+ years; familiarity with Rwanda's personal data protection law

8. Data and services to be provided

- Access to RDB, RRA and NISR data and systems documentation under data sharing arrangements concluded before contract signature, and the attribute-level data quality scoring methodology to be applied.
- A steering committee of senior representatives of NISR, RDB, RRA and MINICT/RISA already exists, and will approve deliverables at the end of each phase.
- A sandbox or staging environment for the demonstration.
- Counterpart staff time in each institution.

9. Reporting and management

The firm reports to the PIU Project Director, with strategic direction from the steering committee. Progress meetings will be held at least every two weeks during Phases 1 and 2, and monthly thereafter.